

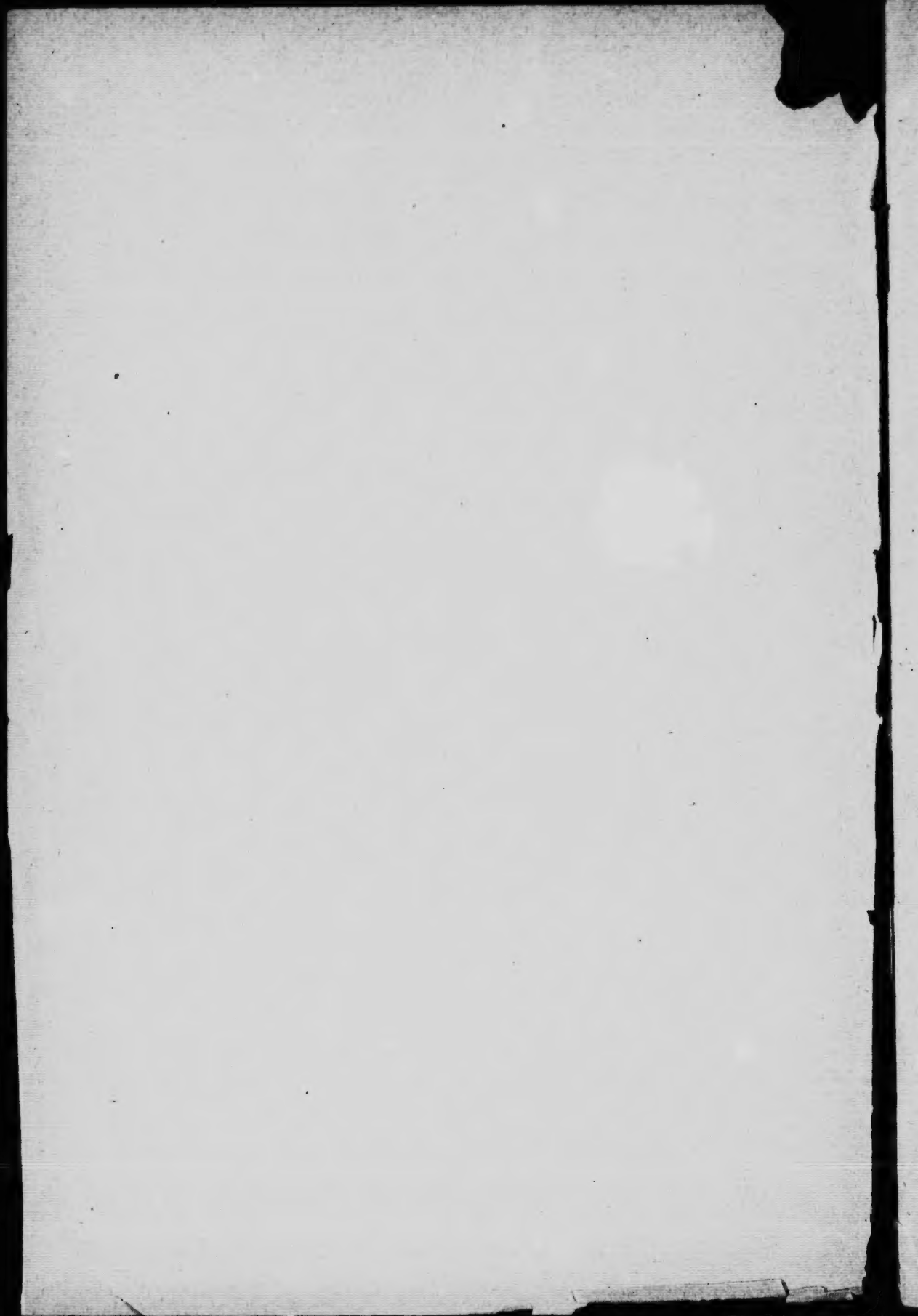
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QUEEN'S UNIVERSITY  
AND  
THE UNIVERSITY QUESTION

BY  
PRESIDENT LOUDON  
AND  
CHANCELLOR BURWASH

? 1903



## FORESTRY AND THE UNIVERSITY QUESTION.

BY JAMES LOUDON, LL.D.,

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**T**HAT provision should be made by the State for instruction in Forestry in Ontario is acknowledged on every hand. What does not meet with general agreement is the manner of effecting this desirable end.

### PRELIMINARY STEPS.

Let me first give a brief account of the steps taken by the University of Toronto towards the establishment of a School of Forestry in connection with the Provincial University.

At the outset two distinct plans regarding the subject were advanced: (1) to establish a School in connection with the Ontario Agricultural College at Guelph; (2) to follow the example of Yale and Cornell, and establish such a School at Toronto in connection with the Provincial University. On discussion of the whole question, the advantage of utilizing the instruction already provided in the scientific departments of the University became so apparent that it was unanimously agreed, as between the two Provincial institutions, to adopt the latter plan. This plan includes a summer school at Guelph for instruction in Forestry in its relation to Agriculture.

In pursuance of this plan a curriculum was drawn up, providing for a three years' course in Forestry, and leading to a diploma in the subject. The statute including this curriculum was unanimously adopted by the Senate, as was also a second statute providing for the additional instruction required by the curriculum; and these statutes await only the sanction of the Lieutenant-Governor-in-Council to become operative.

### THE CLAIM OF QUEEN'S UNIVERSITY.

At this stage the question becomes complicated by a claim put forward by Queen's University for state aid in establishing a School of Forestry in connection with that institution at Kingston, and forming a part of the School of Mining already existent there. For the Government and Legislature to accede to the

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demand of Queen's in this respect means one of two things, (1) either the establishment of one School at Kingston, to the exclusion of the Provincial University and the Agricultural College, or (2) the establishment of two Schools, one at Kingston, and the other at Toronto—one without, and one within, the Provincial educational system.

As to the first alternative, let me say at once that it is an impossible solution. The proposition that the State should go outside the Provincial system in providing for the teaching of a subject so closely related to the development of the Province, must surely meet with determined opposition from the Senate of the University, the Alumni and the general public. I cannot conceive that any Government and Legislature, with a full knowledge of the matter, will listen to such a proposal, and hence we may dismiss this alternative without further remark.

### THE ORIGIN OF DUPLICATION.

The history of the past teaches us that it is rather the second alternative that is to be feared, and, unless the Legislature and the public are properly instructed in the matter, we may have a repetition of the unfortunate results which have arisen through the duplication of institutions for the teaching of Mining Engineering. To make the situation plain it will be necessary to enter into some detail with regard to this phase of the question.

In the year 1878 the School of Practical Science was organized, in connection with the Provincial University, for the teaching of Engineering in all its branches, including Mining Engineering. This School was established by a special Act of the Provincial Legislature, and its finances have been from the first directly under the management and control of the Government, the funds required being provided for by annual legislative grant, and the fees collected from students being payable to the Provincial Treasurer.

Some twelve years after the above date, rumours having been published of the intention of the Government to establish, at Kingston, another School of Applied Science, I wrote to the then Premier, Sir Oliver Mowat, protesting against the duplication, and pointing out the necessity for increasing the equipment and staff of the existing School. I further said, "To attempt to found and maintain two schools will be disastrous to both, as neither will be properly equipped to compete successfully with strong rival institutions." I was promptly assured in reply by Sir Oliver that the Government had no such intention as had been attributed in the rumour. Duplication, as I shall presently show, did take

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place subsequently, though not through the initiation of the Government.

### THE COST OF DUPLICATION.

In the year 1892, a School of Mining and Agriculture was established by a local board at Kingston, and received in 1893 a legislative grant of \$6,000. The following table will show the subventions received or voted by the Legislature year by year—for the first four years for Mining and Agriculture, and afterwards for Mining alone:

|                          |          |
|--------------------------|----------|
| 1893 .....               | \$ 6,000 |
| 1894 .....               | 12,600   |
| 1895 .....               | 6,000    |
| 1896 .....               | 7,000    |
| 1897 .....               | 5,000    |
| 1898 .....               | 7,500    |
| 1899 .....               | 9,000    |
| 1900 .....               | 19,200   |
| 1901 .....               | 18,500   |
| “ Towards building ..... | 22,500   |
| 1902 .....               | 23,500   |
| “ Towards building ..... | 22,500   |

Total .. . \$159,300

Additional sum voted for building, to be paid in next 11 years:

(1903-'04-'05) .. . \$ 67,500

Total already voted .. . \$226,800

These sums are so considerable as to excite surprise, seeing that they have latterly exceeded the net annual cost (last year, \$17,480) of the Provincial School of Practical Science at Toronto.

### PROVINCIAL AID TO QUEEN'S ARTS FACULTY.

That a considerable proportion of the above grants has been expended in the support of what was part of the Arts Faculty of Queen's University prior to the establishment of the Mining School is clear.

Shortly after the establishment of the Mining School, a process of adjustment as between the Arts Faculty of Queen's University and the Faculty of the Mining School was begun:—

(1) Chemistry, Mineralogy and Geology were transferred to the Mining School.



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(2) In 1894 a University Faculty of "Practical Science" (including certain applied sciences) was created. In this Faculty the professors of Mathematics and Physics had a place, as well as in the Arts Faculty.

(3) After various transformations, "the School of Mining has become the Faculty of Practical Science of the University," as is stated in the Queen's Calendar for 1902-3.

(4) As a result of these changes the professors of Chemistry, Mineralogy, Geology, Physics, and Mathematics are now on the Faculty of the Mining School.

Information as to the details of expenditure of the School are not obtainable in the Public Accounts, but, judging from the magnitude of the later grants, I am safe in saying that Queen's University has been wholly or largely relieved from the burden of maintaining the departments of Chemistry, Mineralogy, Geology, Physics and Mathematics.

#### EFFECTS ON PROVINCIAL ENGINEERING SCHOOL.

How has the Provincial School of Practical Science fared in the meantime? Undoubtedly its due development has been arrested. In proof of this assertion, which will hardly be disputed, let me refer to one or two facts and opinions on the subject:—

(1) So inadequate had the accommodation become that the students *en masse*, supported by the Board of Trade, the Manufacturers' Association and the Association of Architects, waited on the Premier two years ago and complained of the very obvious deficiencies of the School. The necessities of the case were at once admitted by the Premier, and steps are now being taken to provide the building accommodation required. So much as to buildings.

(2) As to the teaching force, having regard to the work done and the scale of payment, I quote the following from a memorandum received from the late Principal Grant about the same time, in which he refers to the necessities of the Provincial School of Practical Science at Toronto. "That the staff is too small is evident when it is recalled that in many Practical Science Schools on this continent there are as many instructors in single departments as are provided for all the departments of the School of Practical Science. In the Sheffield Scientific School, for example, there are 17 instructors in Chemistry. The salaries, too, are inadequate. It is not reasonable to ask men to devote their lives to such exhausting labour as is required from the staff of a scientific school, and to pay them salaries ranging from the wages of an ordinary mechanic to those of a good schoolmaster."

(3) An examination of the financial statement of the School appears to justify the above criticism. The total expenditure for salaries and maintenance (exclusive of expenditure on capital account) for the year 1901-'02 amounted to \$37,539.88. The net cost to the Province, however, was but \$17,480.38, inasmuch as the fees received from the students of the School amounted to \$20,059.50.

#### EFFECTS ON PROVINCIAL UNIVERSITY.

Again, in view of the financial relief afforded to Queen's University by the legislative grants to the Mining School, it will be in order to inquire how the Arts Faculty of the Provincial University fared during the nine years referred to above! This was a period of special stringency in the University finances. Notwithstanding frequent applications, from 1894 on, nothing was received from the Legislature during the premiership of Sir Oliver Mowat. In 1898, \$7,000 annually and certain wild lands were granted in satisfaction of legal claims of long standing. In 1901, the Legislature, under the leadership of the present Premier, assumed the maintenance of the departments of Physics, Chemistry, Mineralogy and Geology. Finally, the Government has assumed the payment of existing deficits. For these acts of liberality the Alumni Association has fittingly expressed its thanks to the Government and Legislature. Notwithstanding this timely relief from financial embarrassment, it should not be forgotten that much is still needed, not only in buildings, but also in equipment and staff, to enable the University to keep pace with modern requirements.

#### UNWISDOM OF DUPLICATION.

I have shown above that duplication, at the expense of the State, has taken place at Kingston, not only in applied Science, but also indirectly in Arts, for a considerable period of years. I have shown, moreover, that the University of Toronto, both in Applied Science and in Arts, was hampered in its work during a corresponding period. In view of the limited resources of the Province, this consequence was bound to follow, and will continue to follow as long as this policy is pursued.

Considering the enormous expense attending the proper maintenance either of a Faculty of Applied Science or of Arts in a great University, it is utterly absurd to speak of the State maintaining more than one University in this Province. We have not even begun to maintain *one* adequately, and how far we are behind in this respect must be evident to anyone who will take

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the trouble to compare our Provincial University as to its finances, with state universities like those of Michigan, Wisconsin or California; and even the wealthiest of these states does not dream of duplicating university teaching. To appreciate the expenditure involved in properly maintaining a Faculty of Applied Science, one has only to make a similar comparison with regard to the Massachusetts Institute of Technology and other such institutions: and these are the institutions which Ontario should strive to emulate.

### MORE SERIOUS CONSEQUENCES.

Besides the direct effect of this duplication in hampering the Provincial University, other consequences still more serious are involved:—

(1) Duplication will, if the policy is persisted in, inevitably be followed by multiplication. In discussing this question, the danger of multiplication has been made light of. Now what is the fact? Encouraged by the treatment accorded to Queen's University, at least two applications for state aid have already been made, one on behalf of a denominational college, the other on behalf of a non-denominational university. Other demands will follow, and cannot logically be resisted. History will repeat itself, and what we shall eventually come to in this Province may be inferred from what existed here prior to 1868, the year in which the annual grants were abolished by a practically unanimous vote of the Legislature. The following table shows the final grants, which were for eighteen months:—

|                                      |          |
|--------------------------------------|----------|
| Regiopolis College, Kingston .....   | \$ 4,500 |
| Queen's College, Kingston .....      | 7,500    |
| Bytown College, Ottawa .....         | 2,100    |
| St. Michael's College, Toronto ..... | 3,000    |
| Trinity College, Toronto .....       | 6,000    |
| Victoria College, Cobourg .....      | 7,500    |
| L'Assomption College, Sandwich ..... | 1,500    |
| Total .....                          | \$32,100 |

What the total will be when all applicants are treated on the liberal scale already applied to Queen's University, I leave my readers to estimate; as also the prospect which the Provincial University and the School of Practical Science will have of securing Legislative aid for future expansion and development.

(2) Encouraged by the treatment accorded to it, Queen's University has changed its attitude. It is taking steps to divest itself



wholly of its denominational character, and now desires to enter into partnership with the State, in so far at least as permanent financial co-operation is concerned. It desires, in short, to become a second Provincial University.

(3) If we are to believe the statements recently made by the friends of Queen's University, it desires to go even further than this as regards the subject of Forestry, and to secure the establishment of a School of Forestry at Queen's, to the exclusion of the Provincial University. In other words, it is proposed to deprive students in the Provincial system, including those of the Ontario Agricultural College, of the benefits of such an institution. If persistence in this claim should eventually lead to duplicate schools, I need scarcely point out the disastrous consequences. Public money would be frittered away on two weak schools, and the hope of ultimately building up a great provincial School of Forestry would be gone forever.

#### DR. CARMAN'S OPINION.

I have said enough, I think, to show that the whole situation is a serious one, and fraught with danger to the Provincial system of secular education. That I am not alone in this belief, which I have entertained for years, is becoming more and more evident. Let me here quote from the letter of Dr. Carman, *apropos* of this question: "There is now a vigorous and persistent effort to renew the old battle of sectional and sectarian universities supported from public funds, which we might well have hoped, had long ago been fought out and the issue settled. . . . If the Government is about to return to the policy of aiding denominationism and sectionalism in university education, all should be informed, that we may bring our arrangements, as far as we can, into harmony with that policy." Referring to the abolition of the grants under the Sandfield Macdonald Government, in 1868, he says: "To reverse this line of action now would surely be inconvenient, if not disastrous." In conclusion, he says: "We have in this country a noble and well-graded school system sustained by public funds, and there certainly should be no diversion of these educational resources from this national system till it at least is well equipped and thoroughly efficient."

#### THE METHODIST CONFERENCE ON THE QUESTION.

Similar views have been enunciated by leading newspapers and publicists, while the General Conference of the Methodist Church in 1902 placed itself on record regarding the question in the following resolution: "Resolved, That this Conference protests against

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the giving of aid by the Ontario Government to universities that are denominational and not strictly provincial, and not controlled by the Government and responsible to the Government for their expenditures."

### THE HON. GEORGE BROWN'S VIEW.

This is undoubtedly the sound position to take, and it is a position in keeping with the conclusions unanimously arrived at by all parties in 1868, when it was thought that the question of duplication and multiplication of colleges was finally settled. One of the greatest champions of the Provincial University, the Hon. George Brown, upon that occasion, after expressing great satisfaction at the settlement referred to, pointed out the fallacious nature of such claims. He said: "It is claimed that aiding these institutions is a cheap way of promoting superior education; but depend upon it, this claim to economy is fallacious. One body comes saying, 'Look how numerous we are, what a capital college we maintain, there is no sectarianism about its teaching, give us public money for it.' But, if one sect gets public money, all the rest must have it too; and if all the rest will have it, where will this end!"

I may say, in conclusion, that the immediate occasion of the writing of this article was my desire to inform the Alumni regarding the question of the proposed University School of Forestry. The discussion of this I have found impossible without reference to the wider question with which it is inseparably connected. It is my earnest hope that the information and arguments which I have here presented may assist the Alumni and the Legislature in arriving at a conclusion which will be in the public interest.

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## IS THE UNIVERSITY QUESTION TO BE REOPENED ?

BY N. BURWASH, S.T.D., LL.D.

*Chancellor of Victoria University.*

IN view of communications which have appeared in the daily press recently, and of the peculiar character of a bill of which notice has been given at Ottawa, it would appear that a serious attempt is to be made to reopen the entire university question for the Province of Ontario. Under these circumstances it may be well for the public to review the history of this subject, and to ask themselves whether they are prepared to reverse the forward movement of the past thirty-five years, and begin once more from the position of the last generation, a series of experiments upon our university policy. The university question has now been before the country for seventy-six years, and in that time has passed through five successive stages of evolution.

### EARLY UNIVERSITY HISTORY.

The first period, extending from 1827 to 1840, was one of strenuous contest against a charter which placed the Provincial endowment in the hands of a single denomination. During this period we had no university.

The next period, from 1841 to 1850, saw the inauguration of four colleges with university powers and arts curriculum, one enjoying the Provincial endowment and the other three receiving legislative grants in aid. During this period sixty-three students proceeded to the degree of B.A. in these colleges.

The next period opened with the severance of the provincial endowment and charter from all denominational control, and the consequent founding of a new denominational college. The four denominational colleges were still granted aid from public funds; and the collegiate system of instruction prevailed in all five colleges throughout the entire period of eighteen years.

The fourth period began with the withdrawal of all legislative assistance from denominational colleges, thus severing the provincial system of education from all church institutions, except at the single point of the Roman Catholic separate schools.

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### THE CRISIS OF 1868.

There can be no doubt that the legislative action of 1868, while for the moment it seemed almost fatal, was eventually far more advantageous to the colleges of the churches than to the Provincial University. The fact that they were thus thrown upon their own resources and made entirely independent of Government aid, rallied their friends to their support; and in a few years both Victoria and Queen's were in a better financial position than they had ever reached by legislative grants, and they enjoyed the further advantage of being entirely free from political entanglements. Still further, they were enabled to extend their work, Victoria adding a Science Hall and additional professors to her scientific equipment, and Queen's new buildings for her university work. The number of undergraduate students was also largely increased in both institutions, the denominational colleges doing one-half or more of the university work of the Province.

### REQUIREMENTS OF A MODERN UNIVERSITY.

The fifth period in our university history and policy was brought about not by legislative action, but by a world-wide change in the character of university work, and by the consequent needs of the Provincial University.

During the latter half of the nineteenth century the university work of Europe and America underwent a vast expansion through the introduction of the new sciences and of original investigation as parts of the university curriculum. Beginning in Germany, the movement extended to the English and Scotch universities, and to the leading universities of the United States, making itself specially felt in such new foundations as Johns Hopkins, Cornell and Chicago. The result is that the old collegiate B.A. course is now but the preparatory school of the university proper, which finds its field in post-graduate courses. Further, the B.A. course itself becomes specialized through options, or suited to the practical wants of modern life by the substitution of modern scientific studies for the old classical culture course. In consequence the cost of maintenance of the modern university is ten times that of the old-time university college, and the minimum is now placed at a quarter of a million dollars per annum. At the beginning of the fifth period, 1883, the income of the Provincial University was about one-third of this amount. In the whole Dominion we had no university meeting the modern university requirements, though we had a number doing good college work on the old lines.

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### AN APPEAL TO THE LEGISLATURE.

It was at this juncture that the Provincial University began its appeal to the Legislature for a modern and adequate university equipment. That appeal was both just and patriotic. It was a plea for justice to the Provincial University, since the Government had thirty-four years before assumed in the name of the whole people its direction, and hence, the responsibility for its proper maintenance. It was patriotic, inasmuch as, through lack of the highest facilities at home, our best young men were drifting to the United States, the majority of them not to return. I need only mention such names as Schurman, Patton, Gould and Osler as examples. No young country can long afford to be thus drained of its richest blood. But however just and patriotic the appeal, it brought about at once a political deadlock. The Government, stronger then than it is now, was yet not strong enough to face the opposition of the denominational colleges, towards whom the Provincial University had from the beginning occupied the unfortunate relation of rivalry. When I say this I am speaking rather of her misfortune than her fault.

### THE FEDERATION MOVEMENT.

At each of the great points of evolutionary change, the opportunity for that unity and co-operation which alone could meet the country's educational needs had been missed. Sir William Blacklock, then Vice-Chancellor of the University of Toronto, with the breadth of view which has characterized all his work, fully grasped the situation, and approached the denominational colleges with the single question, "Is there no way in which we can co-operate to meet the pressing needs of the country?" It would have been worse than disgraceful, it would have been criminal, had the authorities of the existing colleges turned a deaf ear to this broad, patriotic appeal. They did not do so, but meeting in Toronto early in 1884, they began the discussion of the question on the basis of an outline scheme of federation presented by the late Chancellor Nelles, and drawn up largely by the present writer. At the first conference there were historic names present: Sir Daniel Wilson, Chancellor Nelles, Principal Grant, Dr. Castle, Father Vincent, with the younger men who still survive. Of all these not one questioned the desirability of some basis upon which we could unite to build up a truly Provincial University, worthy not only of our Province, but also of our Dominion. But to find such a basis was a problem of extreme difficulty. Each college was rightly conservative of what



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it conceived to be its own interests, and keenly alive to what it knew well would be the burden imposed upon it by the changes which the new departure must require.

### THE FEDERATION ACT.

The result, after a year of deliberation, was a scheme embodying the essential features of the original idea of federation first presented in the Baldwin Bill of 1842 and repeated at various later periods. But like all such platforms, it involved many compromises which doubtless rendered it ideally imperfect, and demanded no little faith and self-sacrifice on the part of the various negotiating parties. But, with all its defects, the most important of which have been in part removed by subsequent legislation, the plan was accepted by the members of the conference, laid before their respective governing boards, accepted by some, rejected by others, and finally accepted by the Government and Legislature as the basis of the Federation Act of 1887. Victoria University, the oldest of the denominational colleges, and, when the struggle began the strongest, alone grappled with the moral, legal and financial difficulties of adjustment to the new policy, and after long years of conflict and litigation, and at a cost of nearly a million dollars, finds herself and the people whom she represents securely and strongly in line with the new policy.

### QUEEN'S AND FEDERATION.

Queen's, on the other hand, considered the sacrifices to be made and the difficulties to be overcome too great, and determined to try her lot where she was and as she was; and largely through the energy and tact of the great man who presided over her destinies, she has made no unsuccessful battle for continued independent existence. For her brave struggle in this direction, we must all admire her, and honor the brave man whose noblest monument is the Queen's of to-day. Judged by the standards of the old time university college, Queen's is doing excellent work. But judged by the standards of the modern university, her resources must be multiplied many times before she is such a university as the Province demands at the head of her educational system. And when Queen's aspires to be made by Government aid a provincial university co-ordinate with the University of Toronto, several very grave questions arise.

### A SERIOUS CRISIS.

1. Can this Province afford two universities fully equipped for the modern requirements, each with an annual income of say a

quarter of a million dollars, and each meeting in full those needs of the country which led to the adoption of the Federation policy?

2. If the Government is prepared to build up such a second Provincial University in the east, how can it refuse the claims of the west, where a still larger population, with numerous embryo cities, centres around London?

3. Is it just either to the Provincial University or to Victoria that the result for which they have both made immense pecuniary and other sacrifices, should be indefinitely postponed, while nearly fifty thousand dollars a year are being expended in building up an institution which can only perpetuate the divided and enfeebling policy of the past?

4. Is it just to the people of the whole Province that they should wait in vain for the university which they need, and for lack of which the country is losing many of her brightest sons, while the public funds are being spent in building up a secondary institution the work of which could be far more efficiently and economically done by another college in the common university centre?

5. I shall not ask further, is it wise to return to the old entangling policy of State aid to denominational institutions? Queen's herself has answered that question by assuming the non-denominational garb.

6. But, over and above these serious and unanswerable queries, the people of Ontario should further ask: Is it sound political principle to make grants of public money to any institution without exercising over it thorough public control, and requiring full account to the Legislature of the expenditure of such money? Queen's may cut off the right arm of her strength, her Presbyterian theological faculty, and may even go further to do the same by her Presbyterian clerical head, and may hand over the maimed and, we should fear, dying body to a joint stock company collected not from one locality or of one nationality or faith, but from various classes of the people and parts of the country. But if on that account she is to be adopted as a part of the public system for which the Government and Legislature of the Province are responsible, there is no reason why other educational joint stock companies in Ottawa, Whitby, Toronto, or Brantford should not claim similar recognition and support. They, too, can say, "We have proved our right to existence, we are doing a large and useful work, in fact, a work for which the country has no other adequate provision; we too can control five or six votes in the House; we shall have our share." What is this but the form of political corruption to which a legislator of a past generation attached the slang designation, "axes to grind."